

THE WHITE HOUSE

WASHINGTON

November 1, 2005

Dear Mr. Speaker:

Today, I outlined a strategy to address the threat of avian and pandemic influenza. This strategy is designed to meet three critical goals: to detect and contain outbreaks before they spread across the world, to protect the American people by stockpiling vaccines and antiviral drugs and accelerating the development of new vaccine technologies, and to ensure that Federal, State, and local communities are prepared for potential domestic outbreaks.

To provide the necessary resources to immediately begin the implementation of this strategy, I ask the Congress to consider the enclosed requests, totaling \$7.1 billion, for the Departments of Health and Human Services, Agriculture, Defense, Homeland Security, the Interior, State, and Veterans Affairs, as well as for International Assistance Programs.

I hereby designate the proposals in the amount requested herein as emergency requirements, and I urge the Congress to act expeditiously on this request to ensure the country is prepared for this growing danger.

The details of this request are set forth in the enclosed letter from the Director of the Office of Management and Budget.

Sincerely,

A handwritten signature in black ink, appearing to read "George W. Bush", with a stylized, cursive script.

The Honorable J. Dennis Hastert
Speaker of the
House of Representatives
Washington, D.C. 20515



THE DIRECTOR

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

Estimate No. 15
109th Congress, 1st Session

November 1, 2005

The President
The White House

Submitted for your consideration are requests, totaling \$7.1 billion, for the Departments of Health and Human Services, Agriculture, Defense, Homeland Security, the Interior, State, and Veterans Affairs, as well as for International Assistance Programs. These funds are being requested in order to implement the three goals in your strategy to address the growing danger of avian and pandemic influenza.

This request includes \$251 million to detect and contain outbreaks before they spread around the world, \$6.242 billion to stockpile vaccines and antiviral medications and accelerate the development of new vaccine technologies, and \$644 million to ensure the Federal government, states and local communities are prepared for a pandemic outbreak that could quickly reach the United States.

Separately, in order to strengthen our domestic production capacity in times of potential outbreaks, the Department of Health and Human Services will be transmitting proposed legislation to provide vaccine manufacturers significant liability protection.

As described below and in more detail in the enclosures, the requests include the following:

Department of Health and Human Services

- \$6.7 billion is requested to support pandemic influenza preparedness and response activities. The majority of this request is for the stockpiling of countermeasures and the development of the capacity to produce pandemic influenza vaccine within six months for the entire U.S. population. The request also includes resources for research and development of more effective countermeasures and vaccine technologies, and improved surveillance and preparedness efforts both domestically and internationally.

Department of Agriculture

- \$91.4 million is requested for activities such as animal health surveillance and monitoring; research on and production of poultry vaccine; planning activities; and international biosecurity.

Department of Defense

- \$130.0 million is requested for the purchase of pandemic vaccine currently in production, and for improved worldwide avian influenza surveillance programs, equipment, essential information management systems, and laboratory diagnostic equipment. The request also includes funding to provide assistance to military partner nations in procuring protective equipment, laboratory diagnostic equipment, surveillance, and communication equipment.

Department of Homeland Security

- \$47.3 million is requested for pandemic scenario modeling, personal protective equipment, private sector pandemic assistance planning, and exercises and training for Department of Homeland Security frontline staff.

Department of Interior

- \$11.6 million is requested for improved domestic surveillance of the health of wild birds at high risk of infection and testing of wild birds harvested by hunters for the H5N1 virus.

Department of State

- \$38.5 million is requested for international response coordination, including foreign governments and non-governmental organizations, diplomatic outreach, exchanges of U.S. and foreign medical personnel, and for avian and pandemic influenza health support and protection of U.S. Government employees and families at U.S. missions overseas. Of the total requested for the Department of State, \$20 million would fund the potential evacuation of U.S. Government personnel and dependents from overseas missions.

Department of Veterans Affairs

- \$27.0 million is requested for enhanced human health surveillance reporting from the VA health system and real-time data transfer to the Centers for Disease Control and Prevention. The request also supports department-wide preparedness and response planning.

International Assistance Programs

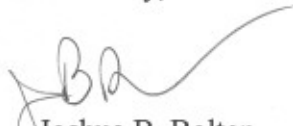
- \$131.5 million is requested for pre-positioned supplies and equipment required to prevent and control the spread of the avian influenza virus; a communications campaign to increase awareness of risks and appropriate behaviors to reduce transmission among humans and animals; improved surveillance and response; and accelerated international planning and preparedness.

Recommendation

All of the requests in this transmittal fulfill known and urgent requirements that cannot reasonably be met under current funding levels. I recommend that you designate the proposals contained in this transmittal as emergency requirements.

I have reviewed these proposals and am satisfied that they are necessary at this time. Therefore, I join the heads of the affected Departments and agencies in recommending that you transmit the proposals to the Congress.

Sincerely,



Joshua B. Bolten
Director

Enclosures

DEPARTMENT OF HEALTH AND HUMAN SERVICES

DEPARTMENTAL MANAGEMENT

Public Health and Social Services Emergency Fund

For an additional amount for "Public Health and Social Services Emergency Fund" to prepare for and respond to an influenza pandemic, including the development and purchase of vaccines, antivirals, and necessary medical supplies, and for planning activities, \$6,460,000,000, to remain available until expended, of which \$2,300,000,000 shall become available on October 1, 2006; and \$1,160,000,000 shall become available on October 1, 2007: Provided, That products purchased with these funds may, at the discretion of the Secretary, be deposited in the Strategic National Stockpile: Provided further, That notwithstanding section 496(b) of the Public Health Service Act, funds may be used for the construction or renovation of privately owned facilities for the production of pandemic influenza vaccines, where the Secretary finds such a contract necessary to secure sufficient supplies of such vaccines: Provided further, That the Secretary may negotiate a contract with a vendor under which a State may place an order with the vendor for antivirals; may reimburse a State for a portion of the price paid by the State pursuant to such an order; and may use amounts made available herein for such reimbursement: Provided further, That funds appropriated herein may be transferred to other appropriation accounts of the Department of Health and Human Services, as determined by the Secretary to be appropriate, to be used for the purposes specified in this sentence: Provided further, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

For an additional amount for "Public Health and Social Services Emergency Fund" for activities related to pandemic influenza, including international activities and activities in foreign countries, related to preparedness planning, enhancing the pandemic influenza regulatory science base, accelerating pandemic influenza disease surveillance, developing registries to monitor influenza vaccine distribution and use, and supporting pandemic influenza research, clinical trials and clinical trials infrastructure, \$200,000,000: Provided, That funds appropriated herein may be transferred to other appropriation accounts of the Department of Health and Human Services, as determined by the Secretary to be appropriate, to be used for the purposes specified in this sentence: Provided further, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request includes a total of \$6.66 billion to support a comprehensive plan to expand the Nation's capacity to increase the availability of vaccine, antivirals, and other necessary countermeasures to protect against an influenza pandemic. The centerpiece of the Department of Health and Human Services proposal is to increase vaccine manufacturing capacity to allow for the production of pandemic influenza vaccine for the

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entire Nation within a six-month period and to increase the national supply of antivirals to cover 25 percent of the U.S. population. Some funding could be used to support the construction or renovation of facilities to improve manufacturing capacity. The request also supports research on promising new vaccine technologies and antivirals, methods to deliver vaccine more effectively and efficiently, and improved surveillance to rapidly identify any potential outbreaks of disease in the United States and abroad. Funding is also requested to support communications to the public and to assist States in the development of preparedness plans. Of the total amount requested, \$3.2 billion would be available for obligation in FY 2006, \$2.3 billion in FY 2007, and \$1.2 billion in FY 2008.

DEPARTMENT OF AGRICULTURE
ANIMAL AND PLANT HEALTH INSPECTION SERVICE

Salaries and Expenses

For an additional amount for "Salaries and Expenses" related to the detection of and response to highly pathogenic avian influenza, including research and development, \$91,350,000, of which not to exceed \$7,000,000 may be transferred to "Salaries and Expenses, " Agricultural Research Service: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide funding for both domestic and international programs related to the threat of an avian influenza pandemic. Within the total amount requested, \$73 million is included for domestic activities, such as the survey and diagnosis of live bird markets, wildlife and bird flyways, smuggling and waterfowl; planning and preparedness training and modeling of scenarios; and the production of 40 million doses of animal vaccine. An additional \$7 million is requested for research and development.

The balance of the funding requested for this account would be for international program activities to provide technical assistance to other nations in the areas such as the surveillance of birds and swine; biosecurity and industry practices; poultry destruction, disposal, vaccination; and outbreak control and eradication.

In total, this funding would provide assistance to other countries to more quickly detect and respond to an outbreak in bird populations, as well as enable the United States to more quickly detect and eradicate an outbreak in domestic and wild birds.

DEPARTMENT OF DEFENSE

OPERATIONS AND MAINTENANCE

Defense Health Program

For an additional amount for "Defense Health Program" for necessary expenses related to vaccine purchases, storage, expanded avian influenza surveillance programs, equipment, essential information management systems, and laboratory diagnostic equipment, \$120,000,000: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide the Department of Defense with the ability to purchase avian influenza vaccines, increase world wide surveillance of the virus, and upgrade surveillance, laboratory, and information management equipment.

DEPARTMENT OF DEFENSE

OPERATIONS AND MAINTENANCE

Operations and Maintenance, Defense-Wide

For an additional amount for "Operations and Maintenance, Defense-Wide" for surveillance, communication equipment, and assistance to military partner nations in procuring protective equipment, \$10,000,000: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide the Department of Defense (DOD) with the ability to upgrade surveillance and laboratory capabilities. This funding would also enable DOD to assist military partner nations in procuring protective equipment, laboratory diagnostic equipment, portable field assay testing equipment surveillance, and essential communication equipment.

DEPARTMENT OF HOMELAND SECURITY

PREPAREDNESS

Management and Administration

For an additional amount for "Management and Administration" for training of Department of Homeland Security personnel in emergency response procedures and protocols associated with a potential outbreak of highly pathogenic influenza; for preparedness planning within the Department and in conjunction with the private sector related to a potential outbreak of highly pathogenic influenza; for the protection of Department personnel and the public during a potential outbreak of highly pathogenic influenza; for pandemic diseases outbreak modeling; and for isolation systems and equipment, \$47,283,000: Provided, That funds appropriated herein may be transferred to other appropriation accounts of the Department of Homeland Security, as determined by the Secretary to be appropriate, to be used for the purposes specified in this sentence: Provided further, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide the Department of Homeland Security (DHS) with resources to plan and train in emergency response procedures and protocols related to the potential widespread outbreak of a highly pathogenic pandemic or avian influenza. This funding would also support modeling capabilities for understanding the likely patterns of pathogen dispersion and outbreak and provide equipment to isolate individuals in the event of a pandemic event.

DEPARTMENT OF THE INTERIOR
UNITED STATES GEOLOGICAL SURVEY

Surveys, Investigations, and Research

For an additional amount for "Surveys, Investigations, and Research" for the detection of highly pathogenic avian influenza in wild birds, including the investigation of morbidity and mortality events, targeted surveillance in live wild birds, and targeted surveillance in hunter-taken birds, \$3,670,000: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would enable the United States Geological Survey (USGS), working in coordination with the U.S. Fish and Wildlife Service, the National Park Service, and other Federal agencies, to begin an interagency effort to detect avian influenza in wild birds, with an initial focus on early detection activities in Alaska and coastal areas with a high potential for contact between Asian and North American birds.

This proposal would also provide USGS with the ability to increase personnel, upgrade equipment, and fund additional field time and lab costs. USGS would assist in preparing standard guidelines for routine and systematic monitoring of wild birds, develop a uniform protocol for reporting mortality events, and develop instructions for the safe handling and shipping of specimens to diagnostic facilities, as well as provide training to field personnel in these areas. This funding would also allow USGS to process samples, report on findings back to the field, and maintain a system for recording mortality events.

DEPARTMENT OF THE INTERIOR

UNITED STATES FISH AND WILDLIFE SERVICE

Resource Management

For an additional amount for "Resource Management" for the detection of highly pathogenic avian influenza in wild birds, including the investigation of morbidity and mortality events, targeted surveillance in live wild birds, and targeted surveillance in hunter-taken birds, \$7,398,000: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide funding to the U.S. Fish and Wildlife Service (FWS) to increase its field monitoring for avian influenza, allowing FWS to collect an estimated 6,000 samples in Alaska, and 5,000 samples in the Pacific and the North American Pacific and Central flyways.

The FWS, in coordination with State and tribal natural resource agencies, would also maintain hunter check stations for waterfowl to collect additional avian influenza information. The check stations would be operated in the lower 48 States during hunting season in areas where migratory bird populations at risk for the disease stage during migration or over winter.

DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

Operation of the National Park System

For an additional amount for "Operation of the National Park System" for the detection of highly pathogenic avian influenza in wild birds, including the investigation of morbidity and mortality events, \$525,000: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

As part of an interagency effort to detect avian influenza in wild birds, this request would enable the National Park Service to coordinate surveillance and monitoring of wild birds within national parks in Alaska and other areas at risk.

DEPARTMENT OF STATE
ADMINISTRATION OF FOREIGN AFFAIRS

Diplomatic and Consular Programs

For an additional amount for "Diplomatic and Consular Programs" to support avian influenza country coordination, development of an avian influenza response plan, diplomatic outreach and health support of U.S. Embassy personnel stationed abroad, \$17,000,000, to remain available until expended: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide \$12.0 million for avian influenza country coordination, including foreign governments and non-governmental organizations, and enhanced diplomatic outreach for the International Partnership. This funding would also provide avian and pandemic influenza health support and protection of U.S. Government employees and families to ensure continuity of operations at U.S. missions overseas. In addition, \$5.0 million would be provided for public diplomacy, training, and other international outreach activities related to avian and pandemic influenza.

DEPARTMENT OF STATE

ADMINISTRATION OF FOREIGN AFFAIRS

Emergencies in the Diplomatic and Consular Service

For an additional amount for "Emergencies in the Diplomatic and Consular Service" for emergency evacuation support of U.S. Government personnel and dependents in the affected region, \$20,000,000, to remain available until expended: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide \$20.0 million for the potential evacuation of U.S. Government personnel and dependents from U.S. missions overseas due to the impact of avian and pandemic influenza, since this evacuation would be on a larger scale than evacuations usually handled by the State Department.

DEPARTMENT OF STATE
ADMINISTRATION OF FOREIGN AFFAIRS
Educational and Cultural Exchange Programs

For an additional amount for "Educational and Cultural Exchange Programs" for professional and administrative support related to the International Visitors program \$1,500,000, to remain available until expended: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide \$1.5 million for the International Visitors Program to provide 100 additional professional exchanges of doctors, health practitioners, and nongovernmental organizations working on health issues to support the international partnership for the response to avian and pandemic influenza. The exchange programs will include both U.S. doctors to be sent abroad to work on Avian flu eradication, flu vaccination, and treatment, as well as foreign doctors to be brought to the U.S. for pandemic response training and conferences.

DEPARTMENT OF VETERANS AFFAIRS

MEDICAL PROGRAMS

Medical Services

For an additional amount for "Medical Services" for enhanced avian influenza surveillance programs, planning functions and preparations for the pandemic and to establish real-time surveillance data exchange with the Centers for Disease Control and Prevention, \$27,000,000: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide the Department of Veterans Affairs (VA) with the ability to increase its avian influenza surveillance programs and establish real-time surveillance data links with the Centers for Disease Control and Prevention. This funding would also assist with planning and VA-wide preparations and responses to avian influenza involving other community and Federal partners.

INTERNATIONAL ASSISTANCE PROGRAMS
AGENCY FOR INTERNATIONAL DEVELOPMENT
CHILD SURVIVAL AND HEALTH

For an additional amount for "Child Survival and Health" for activities related to surveillance, planning, preparedness, and response to the avian influenza virus without regard to section 10 of Public Law 91-672 and section 15 of the State Department Basic Authorities Act of 1956, \$75,200,000: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide \$75.2 million in child survival and health funds for the following activities: a communications campaign to increase awareness of risks and appropriate behaviors to reduce transmission among humans and animals; surveillance and diagnosis to provide notification of an outbreak within one week and confirmation within two weeks; response capacity to mount a full-scale containment response within two weeks of an animal or human outbreak; and planning and preparedness so that countries have plans for effective response to an animal outbreak and/or an extended outbreak among humans.

INTERNATIONAL ASSISTANCE PROGRAMS
AGENCY FOR INTERNATIONAL DEVELOPMENT

International Disaster and Famine Assistance

For an additional amount for "International Disaster and Famine Assistance" for the pre-positioning and deployment of essential supplies and equipment for preparedness and response to the avian influenza virus without regard to section 10 of Public Law 91-672 and section 15 of the State Department Basic Authorities Act of 1956, \$56,330,000: Provided, That the Congress designates the amounts provided herein as an emergency requirement for this specific purpose.

This request would provide \$54 million in international disaster and famine assistance funds to pre-position supplies and equipment, such as protective equipment and antiviral medications, which would be required to prevent and control the spread of the avian influenza virus. These stockpiles, intended for use abroad for the containment of localized animal or human outbreaks, would be pre-positioned within one year of enactment of the funds. In addition, \$2 million would be available for transfer to the Assistance for the Independent States of the Former Soviet Union account in order to deliver and distribute donated medicines, vaccines, and medical supplies to central and eastern Russia.